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ABSTRACT

Prepared under authority of the Economic Opportunity Act, this manual is designed as a "how to do it" guide to job development for the disadvantaged, and is intended for public agencies responsible for planning New Careers programs in a community. Basic objectives and requirements of New Careers are noted. Attention then turns to the process of choosing user agencies; strategies for enlisting the cooperation of an agency head; the value of New Careers as a personnel management technique; ways of overcoming resistance to it; presentation of New Careers to key agency executives; functions of an agency New Careers coordinator; use of innovative study groups to involve agency staff in planning for New Careers; task analysis by implementation study groups; and desired results in terms of agency commitments. Charts, photos, and five references are included. (LY)

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NEW CAREERS JOB DEVELOPMENT

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INTRODUCTION

Job development in New Careers includes all activities aimed at getting human service agencies to accept New Careerists and then to develop job descriptions, career ladders, and the outline of a training program for nonprofessionals, as well as changes in agency organization to provide a meaningful place for nonprofessionals within the agency work force.

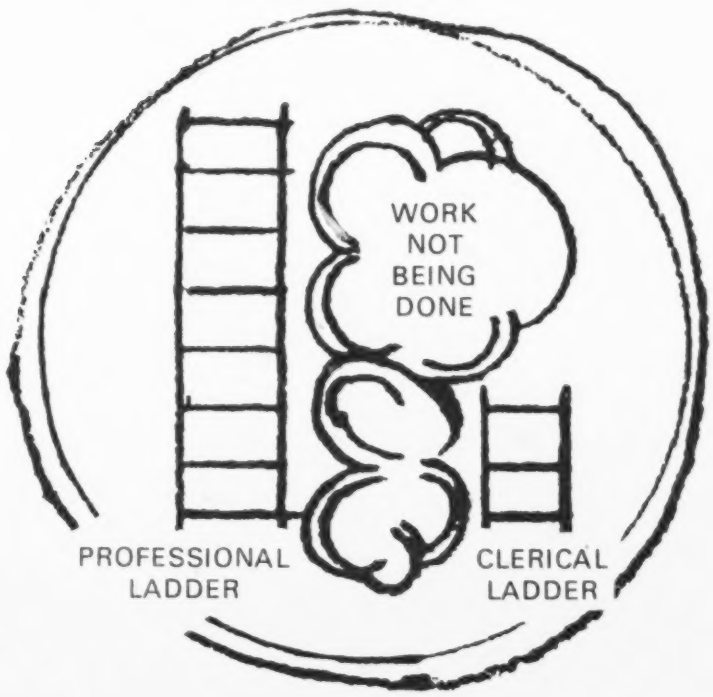
This manual is intended to be a how-to-do-it guide to the job development process. It is intended for use by agencies responsible for the development of New Careers programs in a community during the program planning phase. Job development in public agencies will be emphasized, since relatively few New Careers positions have been created in private human service agencies.

For a more theoretical treatment of the New Careers concept, the basic work is Arthur Pearl and Frank Riessman, *New Careers for the Poor* (The Free Press, New York, 1965). A more recent collection of essays on New Careers, *Up From Poverty,* by Frank Riessman and Hermine J. Popper (Harper & Row, New York, 1968) supplements that book. Good background reading on New Careers job development includes Robert Pruger and Harry Specht, *Working With Organizations to Develop Careers Programs* (Contra Costa Council of Community Services, Walnut Creek, California, 1965); Sidney A. Fine, *Guidelines For the Design of New Careers* (W. E. Upjohn Institute for Employment Research, Kalamazoo, Michigan, 1967), reprinted in slightly condensed form as Chapter 22 of *Up From Poverty;* and, the chapter on "Job Development in the Public Sector: New Careers and Subprofessionalism," in Louis Ferman, *Job Development for the Hard-to-Employ* (U. S. Department of Labor, Manpower Administration, Washington, D. C., 1968).

I. GOALS OF JOB DEVELOPMENT

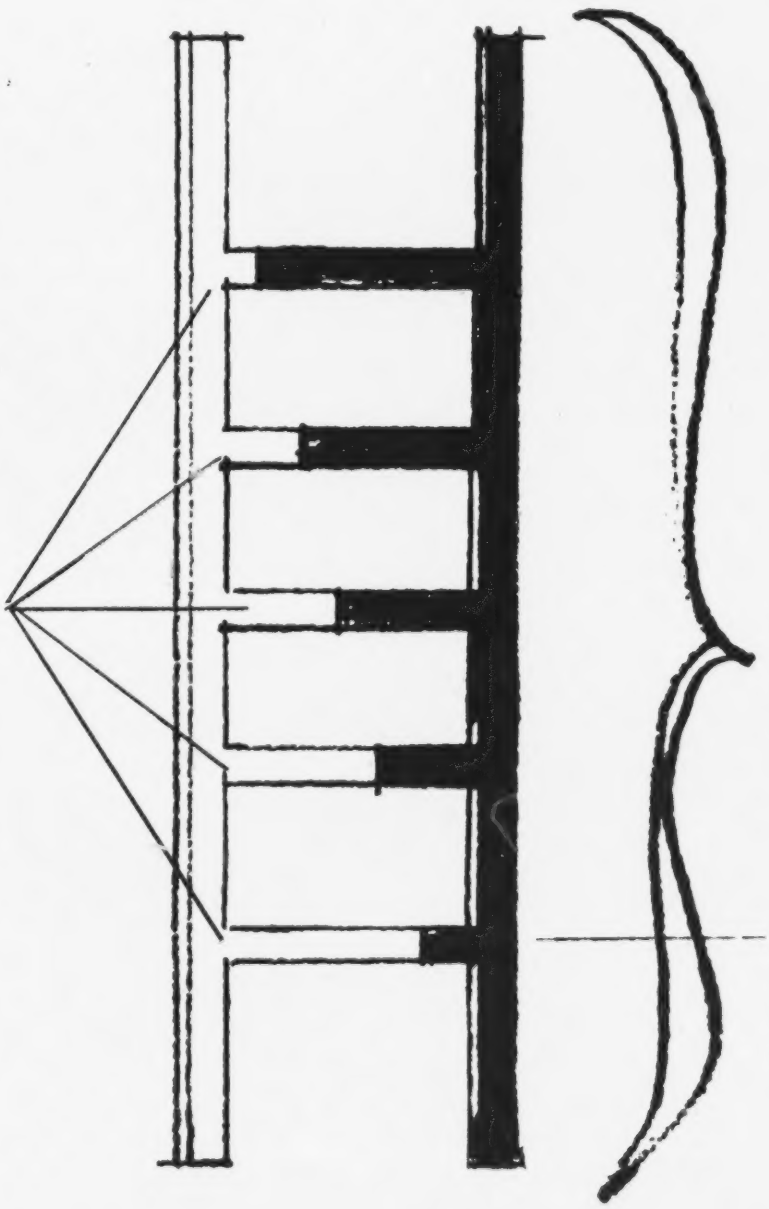
The immediate goal of job development in a New Careers program is to provide meaningful work for the disadvantaged which leads to upward mobility and which will provide new or improved services to the poor. In the long run the goal is to change human service agencies' personnel policies to permanently accommodate this new element in their work force and make maximum utilization thereof. The personnel practices of user agencies should be changed to allow: 1) the hiring on a permanent basis of disadvantaged people for entry-level positions involving the performance of tasks they can do; 2) the creation of nonprofessional career ladders in fields where the work to be done by nonprofessionals was previously not done at all or done inadequately; 3) built-in training and time off for high school-equivalent or college study to allow nonprofessionals, if they have the desire and ability, to acquire the qualifications needed to progress up the new career ladders to positions equivalent in pay and responsibility to professional ones; 4) the integration of New Career fields into agency operations as meaningful components. These new employees should be used by their agencies in such a way as to offer better services to the community. In general, the goal of New Careers job development is to get human service agencies to more efficiently utilize the manpower resources available to them in order to provide better services to the poor. To the extent possible, trained professionals should be freed from routine tasks to do the kinds of tasks for which they were trained (for example, program planning and evaluation, supervision and training) while nonprofessionals recruited from the low-income community should do jobs which make maximum use of their knowledge of and empathy for other low-income people.

I. The Nonprofessional Career Ladder



BEFORE NEW CAREERS

AFTER NEW CAREERS



RELEASE TIME AT EACH STEP ON LADDER FOR RELATED EDUCATION, OR ONGOING IN-SERVICE TRAINING.

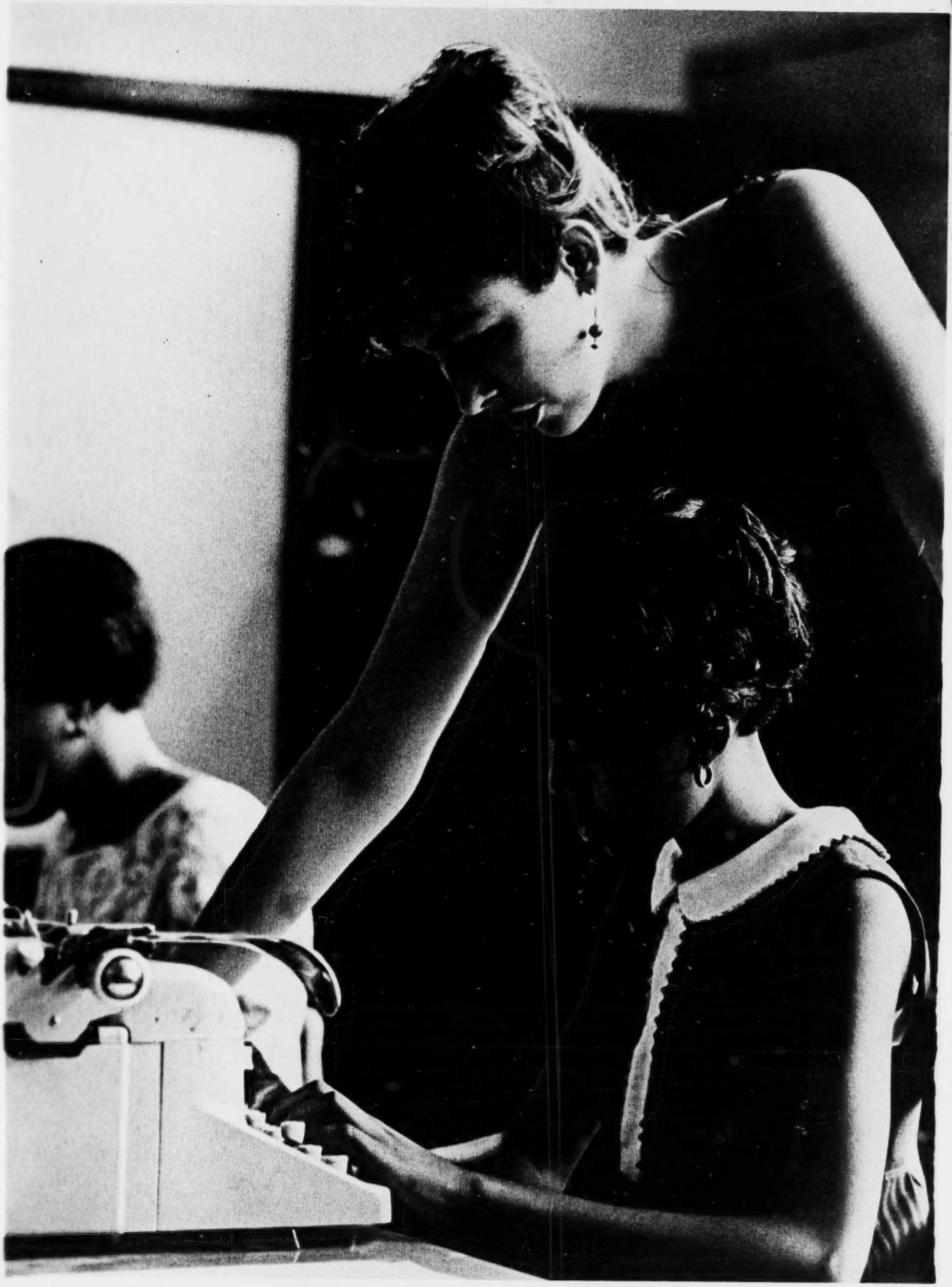
HIGHER POSITIONS THE EMPLOYEE CAN QUALIFY FOR AS HE GETS RELATED EDUCATION, TRAINING- AND EXPERIENCE.

ENTRY-LEVEL POSITION WITH JOB SECURITY THE DISADVANTAGED PEOPLE CAN FILL: TASKS THEY CAN DO.

II. STAFF AND TIME NEEDED FOR JOB DEVELOPMENT

The New Careers programs of most CEP I's and II's suffered from insufficient time for program development and from an insufficient staff inadequately trained in program development. An average of three months was allotted for program development. The initial staffing pattern was usually a New Careers director and a job developer; in some cases the staff consisted of one person. The ideal staff for the program planning phase of 50-slot-plus New Careers program would include a New Careers director, two job developers, and education specialist, and a counselor. A one-month staff training course provided by a consultant should be followed by about five months devoted to program development, depending on local conditions.

To assure a supportive base of operations, the Community Action Agency Board of Directors, the CEP Advisory Board, and the CEP and Employment Service staffs should be thoroughly briefed on what New Careers is and how it differs from other manpower programs. They should understand that New Careers has larger aims beyond finding jobs for some poor people. The changes that New Careers staff hopes to see in human service agency personnel policies and services should be stressed.



III. RESEARCHING POTENTIAL USER AGENCIES

Before deciding which human service agencies to invite to participate in the New Careers program, research should be done concerning each prospective user agency. There are four reasons for this research: 1) to choose which agencies should be approached; 2) to decide on a route for approaching each agency, i.e., who should be contacted by whom through whom; 3) to develop an approach i.e., arguments to show each agency how New Careers could benefit it; 4) perhaps most important, to acquire a general knowledge of each agency to help the job development staff deal with it intelligently, and to begin to learn the agency vocabulary, key words and expressions the proper use of which separates insiders from outsiders. Sources of information include newspaper articles, the agency's annual report, its budget request and actual budget, public laws, the agency's clients, friends who work for the agency,, poverty and manpower program personsonel, and other sympathetic government employees, people active in the community and knowledgeable about the agency.

TOPICS THAT RESEARCH ABOUT AN AGENCY SHOULD COVER ARE THE FOLLOWING:

1. **Agency goals and whether they are being attained.** What are the stated goals of the agency? The agency's mission is usually spelled out in the legislation that created it, or in the agency's annual report (a copy of the latter should be obtained). In selling New Careers to the agency, the job developer will have to show how it can help the agency better accomplish its mission.

   What service does the agency deliver? Is there a backlog or crowded calendar? One way of determining or documenting this for some agencies would be to send someone to the agency to try to get some service. Also, newspaper articles on the difficulty of getting services from local agencies or on staff shortages should be clipped and saved. What is the agency's workload, and what should it be? Are potential clients not being reached? And are present clients satisfied? A working relationship with the low-income community may be necessary to fully answer these questions.

What additional services might the agency provide to better fulfill its mission? What new kinds of jobs might be created? These are the questions that the New Careers staff can tentatively answer on the basis of their own knowledge of the needs of the community and of the innovative programs that have been initiated in other cities.

If an agency is providing inadequate services (in the contemporary United States this is true of virtually all human service agencies), the reasons usually include an inadequate budget and insufficient staff. Copies of the agency's current budget and of its testimony before the legislative body that drew up its budget should be obtained The budget will indicate the size of the agency in terms of funding level and authorized number of personnel, which can be contrasted with the agency request. The testimony is likely to contain a description of the agency's woes, as well as a list of new programs the agency would like to undertake if only more funds were available.

2. **Agency's workforce and its adequacy.** The testimony or a job description might mention the workload of the average journeyman. Information on turnover rates would also be valuable, but is not usually easily obtainable public knowledge. Information on turnover and information regarding unfilled vacancies, i.e., a comparison between authorized and actual staff, could be obtained from a sympathetic person in the agency's personnel office, if a good relationship with such a person exists. The job developer also wants to know what use the agency is making of subprofessionals at present. In order to see the broad picture, he should know whether a national shortage of the types of professionals employed by the agency exists or is predicted. This information can be obtained from the *Occupational Outlook Handbook*, or from the national offices of professional associations, or their national or state lobbies.

3. **Merit systems and certification problems.** The job development staff should be familiar with those laws, regulations, and administrative structures that limit an agency' ability to hire whomever it pleases. This means that one person on the job development staff should become an expert in state, county, and city merit systems and their administration. Laws preventing the hiring of ex-convicts by certain public agencies,

or establishing citizenship, residence, or minimum education requirements for public employment may be relevant. So might laws giving preference in hiring to veterans or former government employees. Credentialing laws, which state that certain tasks may only be performed by people with certain credentials, should be read in the original, as should all laws or regulations which are the basis for merit systems. It is frequently the *administrative interpretation* of these laws that is the hang-up, not the laws themselves. In some cases, however, legislative changes may be required before New Careers can become a reality.

4. **Natural friends or enemies of New Careers.** An essential subject for research is who is likely to be receptive to the New Careers idea in an agency. Friends who work or have worked for an agency, or people who have dealt with it, such as workers in the poverty program, are the only sources of this information.

5. **Political realities.** The political context in which the agency operates should be taken into account. For example, if the mayor is likely to be cool to New Careers, it may be useless to try to sell the concept to any city agency. Another important element is the agency's source of funds, its regulations, and how progressive it is. A third element is equal opportunity laws or community pressure for more minority employees in government. Agency executives often see New Careers as a means of increasing minority representation of their staffs.

IV. SELECTION OF TARGET AGENCIES

The job development staff should select its target agencies from the mass of possible user agencies on the basis of their need for New Careers in order to give better service to the community and their probable receptivity to the New Careers concept. The investment in staff time that seems to be necessary to convince an agency to accept New Careers should be balanced against the importance to the community of getting New Careers into that agency. In weighing the probable receptivity of an agency to New Careers, both the probable receptivity of key people in the agency and the political and community pressures should be taken into account. If the governor's office is likely to be cooperative, the New Careers staff might decide to concentrate on state agencies; if the city executive's office is cooperative, concentration could be on city agencies.

FULL TIME
UR

DO YOU WANT A JOB
AS A DAYCARE MOTHER?

ASK YOUR COUNSELOR
ABOUT WHERE AND HOW
TO APPLY

FINISHED HIGH SCHOOL?

VICIOS
IDADO
?

DESEA UD. UN TRABAJO
PARA CUIDAR NINOS?

Pregunta a su consejera (o)
donde y como solicitar

V. STRATEGIES OF APPROACH TO AN AGENCY HEAD

A strategy of approach to each target agency should be developed, based on receptivity of people in the agency and on the political and community context. If the New Careers staff decides that top management of an agency can be approached directly and sold on New Careers, that course should be pursued. If that route seems too risky the job developer may be able to identify a sympathetic person lower down in the agency and work through him up the chain of command to top management. This path is time-consuming but helps develop a sympathy for New Careers throughout the agency. Widely based sympathy is essential to a successful New Careers program, and the New Careers staff should begin to develop it early, if not by this means then by contact with the agency's professional association. The professional association may in some cases be the best route of approach to agency management. If the association is generally sympathetic to New Careers, a proposal for using New Careerists in the agency could be developed in conjunction with the association and presented to management by both New Careers and professional association representatives. A fourth possible approach, the instigation of community and news media pressure for more service from the agency or for New Careers specifically, could be taken as a last resort.

Whatever course is taken, sources of political pressure on the agency should not be ignored. For example, the New Careers director might have an elected official arrange his appointment with an agency head, rather than make it himself.

If the job development staff wants to have a number of alternatives open when approaching an agency, then contact should be made with a wide variety of influential people and groups. Some of the people and groups to be contacted are elected officials, professional associations and unions to which employees of

human service agencies belong, state and local merit system officials, and community groups. The purpose of contacting these people and groups is to explain the New Careers concept to them and to enlist their support. Much resistance to New Careers comes not because the establishment is inherently evil, but because the New Careers staff has ignored certain power centers during the job development process. These power centers could later retaliate for having been slighted It is important that people not feel things are being done behind their backs; that is a basic motivating reason for contacting various people and groups about New Careers. Nor should agency heads have cause to feel that the New Careers staff is operating behind their backs. A bureaucracy determined to ignore pressure can do so very effectively. The basic thrust of New Careers job development is a straightforward attempt to convince agency heads to adopt New Careers on its merits; parallel to this attempt, contact is made with other power centers.

In presenting the New Careers concept to different people, it is wise to stress different aspects of the concept depending on the person to whom one is talking. There is something in New Careers to appeal to everyone, from black militants to conservatives. In talking with elected officials, for example, one might stress that New Careers is a way to keep down taxes by taking people off welfare, to improve the services government provides to the official's constituents, and to improve relationships between the low-income community and the larger community. When dealing with professional associations, the essential point is that professionals are liable to feel threatened by the prospect of New Careerists "taking over" their jobs. It should be stressed that New Careerists will complement professionals and help make their lives easier, not replace them. Furthermore, New Careers can be presented as a tool that a union or professional association can use to get an agency to provide more training, release time for college courses, and advancement opportunities for all its employees.

It is also important to explain New Careers to community organizations, both those in the low-income community (including militant groups) and those dedicated to "good government" or to some relevant political objective. By speaking at meetings of these groups the New Careers staff helps to create the "image" of New Careers in articulate and politically active circles. Here again, those aspects of New Careers stressed in the presentation should depend on the audience. Conservative groups should not be ignored. The aims of New Careers include helping people to become "productive members of society" and greater efficiency in government.

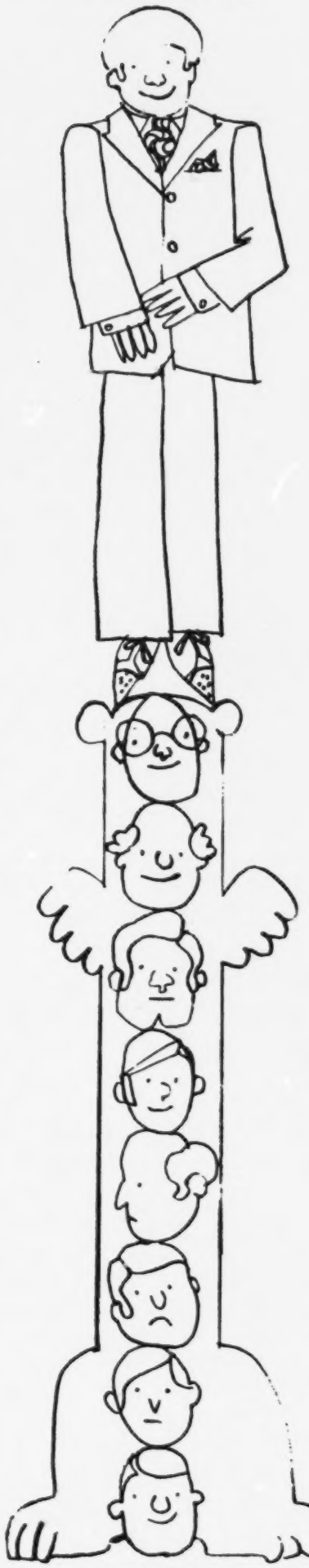
The identification of sympathetic or potentially sympathetic people in key positions at the various levels of government, and the development of working relationships with them, can make job development much easier. Men who "know the system" and become committed to New Careers can provide invaluable information on where the power lies in different agencies, agencies' problems and ways of approaching different people. They can sometimes provide trusted counsel to the people whom the job developer is trying to influence. They may be able to make the job developer's appointment with an agency head or arrange for the two to meet informally. Some New Careers programs have succeeded in getting the state governor or city mayor seriously committed to New Careers early in the game, thus simplifying many potential problems.

The merit systems which administer to the target agencies should be contacted early. Merit system officials will have to do a lot of work to incorporate New Careers into the personnel structure of government agencies. They will be neither able nor willing to do it if they are not involved until the last minute.

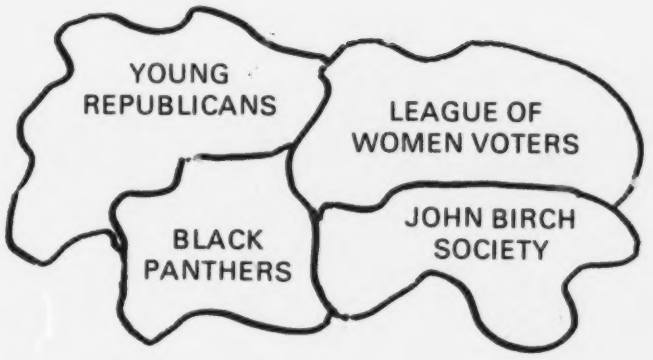
It is probably a bad idea to hold an early press conference to present New Careers to the local news media. In the first place, such a press conference is liable to build up expectations out of all proportion to the actual potential of the New Careers program. In the second place, agency heads should not get their first knowledge of New Careers from the newspaper. As a general principle, no one whose support is hoped for should first learn of any activity of the New Careers staff that affects him from the newspaper. Once New Careers programs are fully designed and ready to be implemented, some agencies may want to hold press conferences to describe them. When New Careers programs in various agencies are well under way, reporters who specialize in community affairs should be encouraged to take a look at the best of the programs for possible feature stories.

II. The Agency Head in Context

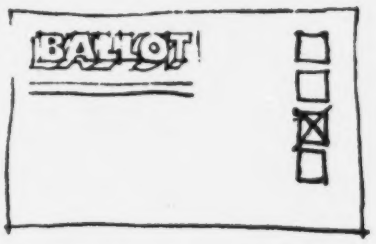
THE AGENCY HEAD



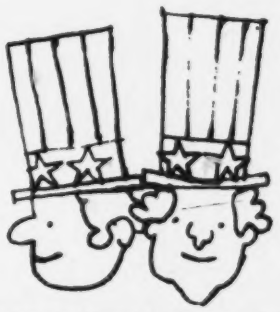
AGENCY STAFF



THE ABUSED COMMUNITY

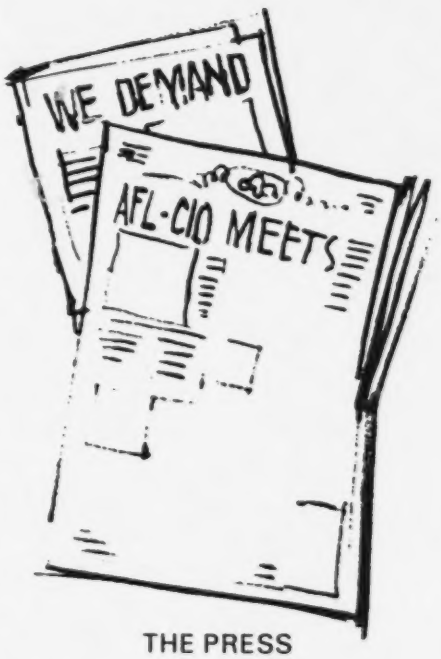


ELECTED OFFICIALS



SYMPATHETIC PEOPLE IN GOVERNMENT

CIVIL SERVICE COMMISSION



THE PRESS

PROFESSIONAL ASSOCIATION OR UNION

VI. NEW CAREERS AS A TECHNIQUE OF GOOD PERSONNEL MANAGEMENT

New Careers is generally sold to user agencies as a way they can help the poor and increase minority representation on their staffs. Both approaches contain implied threats: key political leaders or the low-income community itself, it is implied, demand that the agency stop dragging its feet in dealing with the great social problems of the day. Since the threat to the agency is often real, this approach can succeed in convincing agencies to adopt New Careers programs. The agency, however, perceives itself as under attack by powerful outside forces trying to make it do things it does not want to do. Agency people have no reason to modify any of their objections to New Careers. Although the agency may be forced to surrender, it will not cooperate. New Careers staff can expect great difficulty in persuading agency staff to do the work necessary to produce meaningful job descriptions, career ladders and training programs, and to provide the right kind of supervision for New Careerists. The tendency will be to shuttle New Careerists off into a corner where they cannot participate meaningfully in the agency's activities.

Selling New Careers to human service agency heads as a technique of good personnel management seems to be the best method if the objective is to achieve meaningful institutional change. An agency with good personnel management will use the human resources at its disposal in such a way as to deliver the best possible services to the greatest possible number of clients. Most human service agencies, however, suffer from unsound personnel or manpower management in at least three ways: 1) they completely ignore a manpower resource with great knowledge of low-income people and the ability to be productive, namely low-income people themselves; 2) they oblige highly trained professionals to do many tasks that a less-trained person could easily do; 3) they do not provide enough training and educational opportunities to allow each employee to develop his ability so that he can contribute to the organization as much as he is capable of contributing. The lack of training and education opportunities also leads to a high turnover rate by forcing employees to go elsewhere for professional growth.

New Careers can be represented as a program which provides technical assistance in improving personnel management in each of these three areas; in addition, New Careers provides financial assistance to the agency to ease the transition to a new personnel management system. The New Careers representative is not asking the agency head to do him a favor. Nor should he fall into the opposite trap of appearing to tell the agency head how to run his agency. Instead, the approach should be "I know you have problems—your budget is too small, your staff is overworked—and I am here to suggest a way you can deal with them and do your job better."

III. Unsound Personnel Management

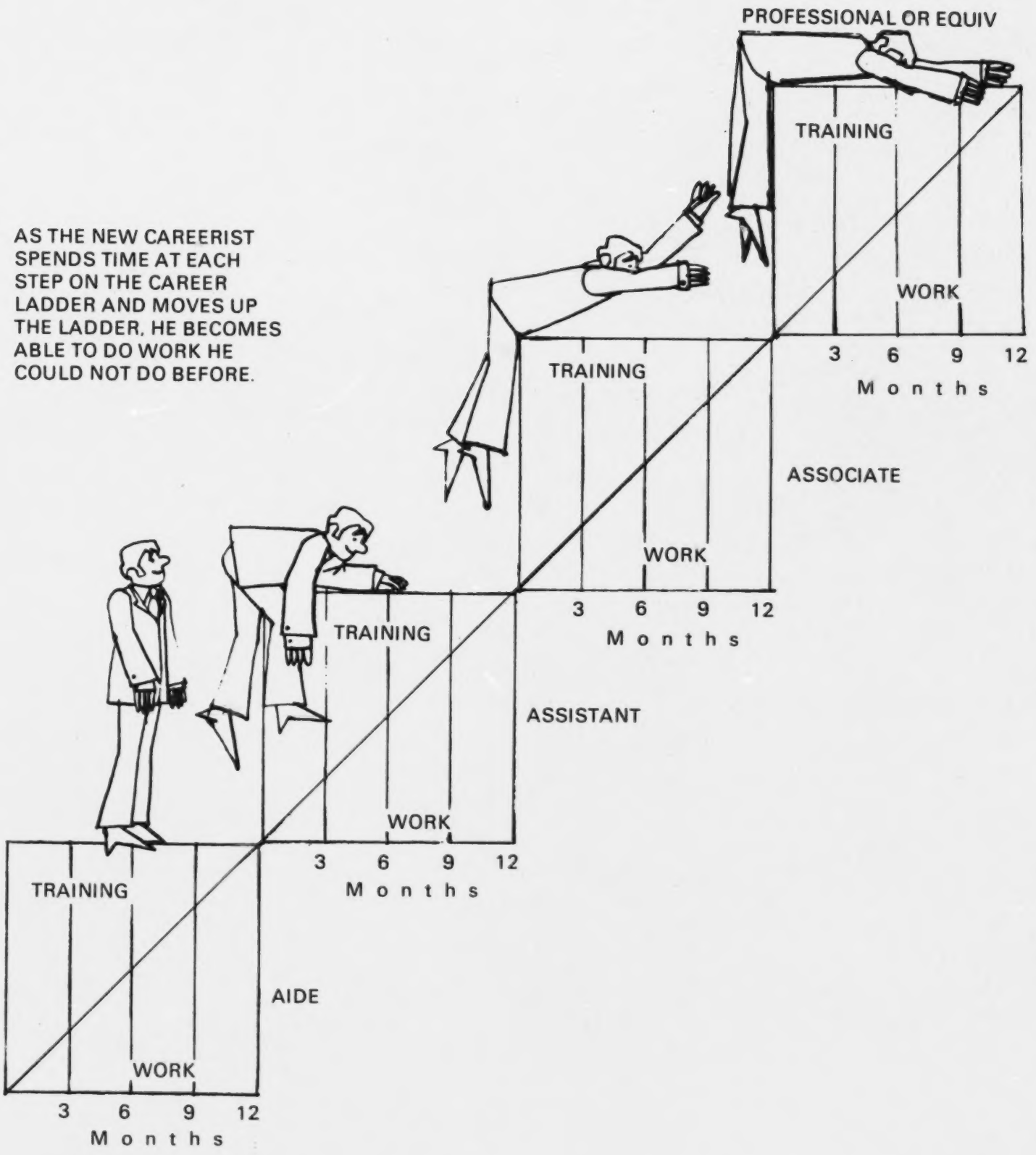
THE UNCHALLENGED EMPLOYEE... BORED BY HIS JOB ... PREVENTED BY LACK OF TRAINING AND EDUCATION OPPORTUNITIES OR A MEANINGFUL CAREER LADDER FROM ADVANCING
THE OVERWORKED PROFESSIONAL
THE DISADVANTAGED ... THEY COULD HELP THE AGENCY IF IT CHANGED ITS JOB STRUCTURE TO ALLOW THEM TO QUALIFY FOR EMPLOYMENT

IV. Good Personnel Management

THE PROFESSIONAL IS FREED TO DO THE KINDS OF TASKS FOR WHICH HE WAS TRAINED
NO EMPLOYEE IS IN A DEAD-END JOB . . . OPPORTUNITY FOR ADVANCEMENT IS REAL, AS ARE TRAINING AND EDUCATION OPPORTUNITIES
ENTRY-LEVEL JOBS THE DISADVANTAGED CAN FILL HAVE BEEN CREATED. . . WITH OPPORTUNITY FOR ADVANCEMENT, TRAINING AND EDUCATION

V. Time Spent in Training Pays Off

AS THE NEW CAREERIST SPENDS TIME AT EACH STEP ON THE CAREER LADDER AND MOVES UP THE LADDER, HE BECOMES ABLE TO DO WORK HE COULD NOT DO BEFORE.



VII. RESISTANCE TO NEW CAREERS AND WAYS TO MEET IT

In spite of the obvious value to an agency of New Careers when presented in this light, resistance can be expected due to any of a number of basic reasons. Some of these reasons are analyzed by Robert Pruger and Harry Specht in *Working With Organizations to Develop New Careers Programs*. They find that 1) "within organizations there is a subtle, but unceasing pressure for the *way* a job gets done to become more important than the objective itself," while New Careers challenges an organization to change the ways it operates; 2) the prospective New Careerist is perceived to be in competition with the professional, thus challenging the professional's self-image as uniquely qualified to perform certain tasks by virtue of his training; 3) the prospective New Careerist, who is the same sort of person as the professional's clients, "implicitly challenges the self-sentimentalized right of professionals to decide what is best for clients" without their participation; 4) New Careerists, by providing the organization with first-hand information about the low-income community, would "encumber the organization's ability to ignore the community as it makes decisions that affect the community." Other basic reasons for resistance that New Careers staffs have encountered include fear of militancy by New Careerists resulting in sensational publicity and a hard look from elected officials; bad previous experience with employees placed by manpower programs; and, in some cases, lingering pockets of bigotry.

On the positive side, organizations do foresee benefits to themselves from New Careers. The prospect of relief to overworked professionals, a more friendly attitude toward the organizations in the low-income community, and, possibly, "public congratulation for bold innovation from the larger community" can elicit a degree of enthusiasm from the agency. The net result, Pruger and Specht conclude, is an ambivalent attitude toward New Careers will almost certainly manifest itself, even though the agency person resisting may believe in another part of his mind that New Careers could be good for his agency.

The objections raised to New Careers do not always seem directly related to the reasons for resistance analyzed above. Some of the objections frequently encountered are merely excuses to avoid employing New Careerists, while others constitute real problems to be solved. The job developer should anticipate resistance and prepare to deal with it *before* he meets with agency management. With a knowledge of common objections to New Careers and information obtained by researching the agency, the job developer can anticipate the objections that are likely to be raised and prepare counter-arguments to superficial ones and possible solutions to serious ones.

SOME OF THE OBJECTIONS LIKELY TO BE RAISED IN MEETINGS WITH AN AGENCY HEAD AND WAYS OF MEETING THEM THAT MIGHT BE USED ARE AS FOLLOWS:

1. The very reasons why an agency needs New Careers may be advanced as reasons why the agency cannot accept New Careerists. The staff is already overworked without having to plan a new program and supervise New Careerists, it may be claimed. Another version: the agency already has more problems than it can handle without adding New Careerists to the list. The agency head who makes these objections has not understood. New Careers is not one more problem for the agency but a means of aiding the overworked agency staff. It should not be denied, however, that while the program is in its early stages there will be many problems which will require staff time and imagination to resolve. In addition, the New Careerists will need time for training and for growing familiar with the agency's operations before they reach optimum productivity. In the long run, however, the investment in staff time necessary to set a New Careers program moving will pay off. It may, however, be necessary to offer the agency a subsidy to help defray the costs of planning for New Careers and of supervising New Careerists.

2. It may be claimed that the agency's budget is insufficient to permit the hiring of additional staff. Although the federal government pays the New Careerists' entire salary the first year, the agency head may foresee the impossibility of getting appropriations to pay half their salary the second year and all of their salary the third year. If the agency is having difficulty filling all its professional positions, one response to this problem would be to draw up a substitute budget for the agency replacing budgeted but vacant professional slots by a greater number of nonprofessional slots. Such a substitute budget is shown for a school system in Pearl and Riessman's *New Careers for the Poor*. It would give the agency a larger staff without obliging it to request more money for salaries.

The agency's budget will probably rise in coming years due to increased demand for its services. The job developer could suggest that the agency plan to use budget increases to add nonprofessional employees rather than to greatly increase its professional staff. This possibility should be doubly attractive to the agency as it will probably experience greater difficulty in finding professionals to hire in the coming years due to projected shortages of most human service professionals. If the agency's New Careers program proved to be successful enough to generate political and community pressure on the agency's legislative funding source the funds available would certainly increase. One source of pressure will be the New Careerists themselves. It might be stressed to the agency head that his New Careerists' interests will largely be identical to his own.

3. It may be claimed that the services the agency provides are adequate, that all the people who should be reached are being reached, and that clients are happy. To deal with this tactic, the job developer must know the facts, which he should have learned from researching the agency. He must be able to confront the agency head with a list of his problems as documented by newspaper articles, his testimony before a legislative body, the annual report of his agency, conversations with his agency's clients and other knowledgeable people, and perhaps by a staff member who actually visited the agency in an attempt to get some

service. In addition, he should be prepared to suggest some specific jobs that New Careerists might do based on the New Careers staff's knowledge of community needs and of what is being done in other cities.

4. There may be a basic objection to the kind of people who will be New Careerists. It might be felt that they will not be able to get along with the other employees or that they may not be loyal to the organization. The objection is that New Careerists will be different from middle-class professionals. It should be pointed out that the very differences that the agency head sees as defects can also be seen as assets in working directly with low-income people. Ultimately, however, the best counter-argument would be to provide information on successful New Careers programs in other cities or agencies. An endorsement of New Careers by the head of a similar agency elsewhere or by the head of another agency in the city which already has a new Careers-type program could be especially powerful.

5. The agency head may object that he is unable to institute a New Careers program because of the merit system. To meet this objection the job developer must himself be familiar with the merit system, and especially with the flexibility that it permits. No merit system has yet proved to be an impassable obstacle to an agency that seriously desired to set up a New Careers program.

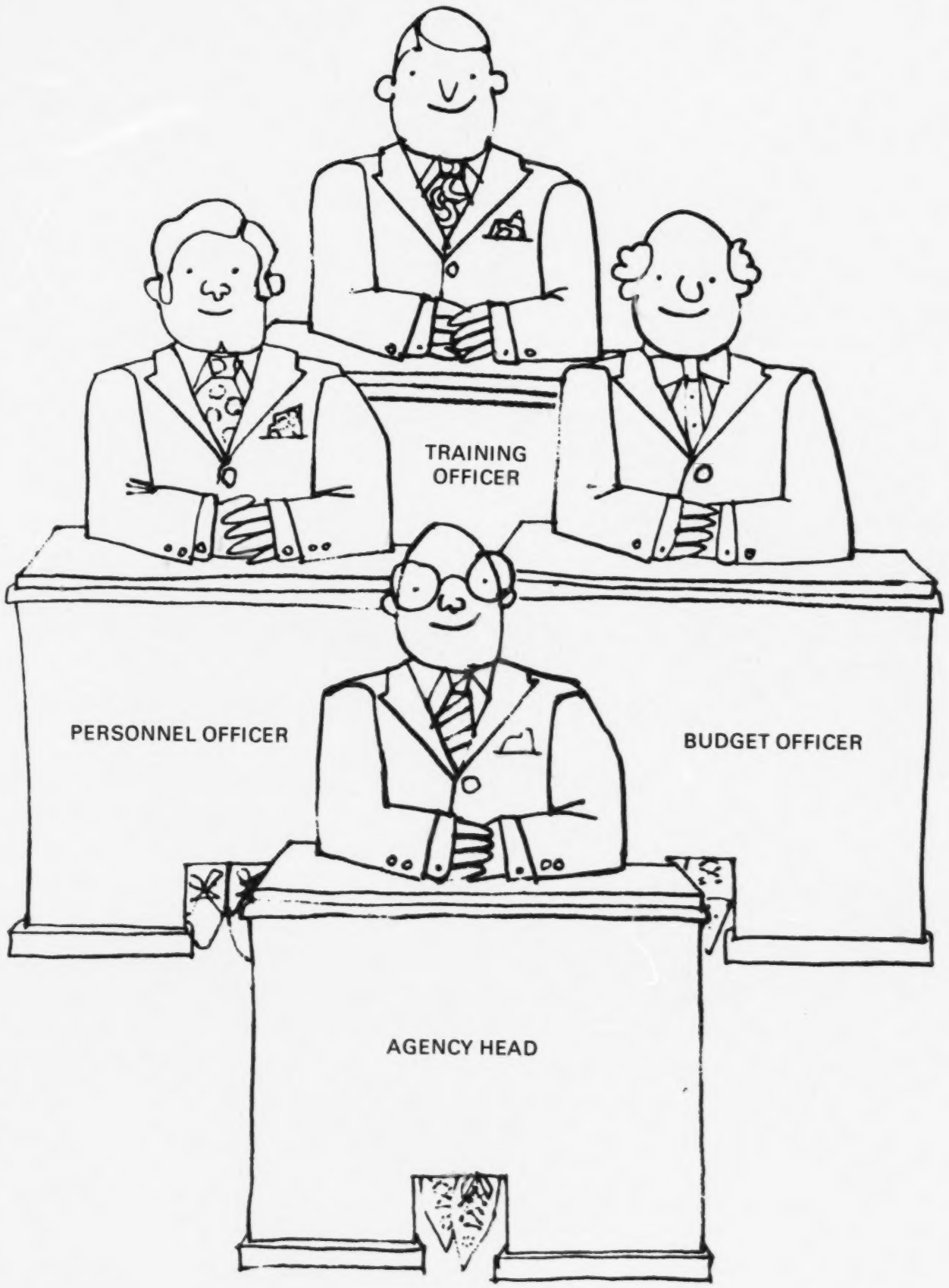
6. The agency head may complain that if he makes too many training and education opportunities available to his employees, he will soon have a staff of all chiefs, or potential chiefs, and no indians. Some employees, however, will lack the desire or ability to advance very far. Furthermore, normal turnover creates openings in higher positions. Full utilization of the New Careers concept requires that the agency personnel staff continually review the agency staffing pattern in order to take advantage of the increased skills of both professional and non-professional employees. In a dynamic society that provides a manpower pool with a constantly changing configuration of skills and training, this sort of on-going re-evaluation is needed anyway.

VIII. KEY AGENCY EXECUTIVES

Assuming the agency head is interested in New Careers, three other key people to involve in planning as early as possible are the personnel, budget, and training officers. (In some smaller agencies, two or more of these positions may be filled by the same person.) The cooperation of these executives is essential to a successful program. The basic question to be discussed with the personnel officer is the method of developing job descriptions for New Careers slots, career ladders, qualifications for advancement, and changes in professionals' job descriptions, as well as changes in recruitment methods and examinations. The financing of the program, both in the first and succeeding years, should be discussed with the budget officer. The point of departure might be a suggestion that the user agency pay as much of the costs of the program as possible. The development of the New Careers training program should be discussed with the training officer He should be in contact with the educational institutions that will be providing courses for New Careerists as early as possible. In-service training programs should also be discussed.

The objective of these initial sessions is to familiarize the administrative officers of the agency with New Careers, to explain how New Careers will affect their particular areas of responsibility, and to enlist their support. The officers should feel that they are participating in a program that they understand fully. The agency head will probably refer the job developer to his key subordinates.

VI. Key Agency Executives



IX. PRESENTING NEW CAREERS TO AGENCY EXECUTIVES

Before speaking to any agency representative, the job developer should have his presentation firmly in mind. Basically he should present New Careers as a tool of good personnel management. The presentation should also take into account: 1) the specific problems of the particular user agency and suggested ways that New Careerists might be used; 2) the specific area of responsibility of the agency representative. The presentation should deal with some of the more important anticipated objections to New Careers. There is no need to delay consideration of problems that are certain to be in the agency representative's mind. Although it is advisable to make some suggestions as to the ways New Careerists might be used in order to give some substance to the description of the program, it should be pointed out that the use of New Careerists is an agency decision to be worked out with the assistance of the New Careers staff.

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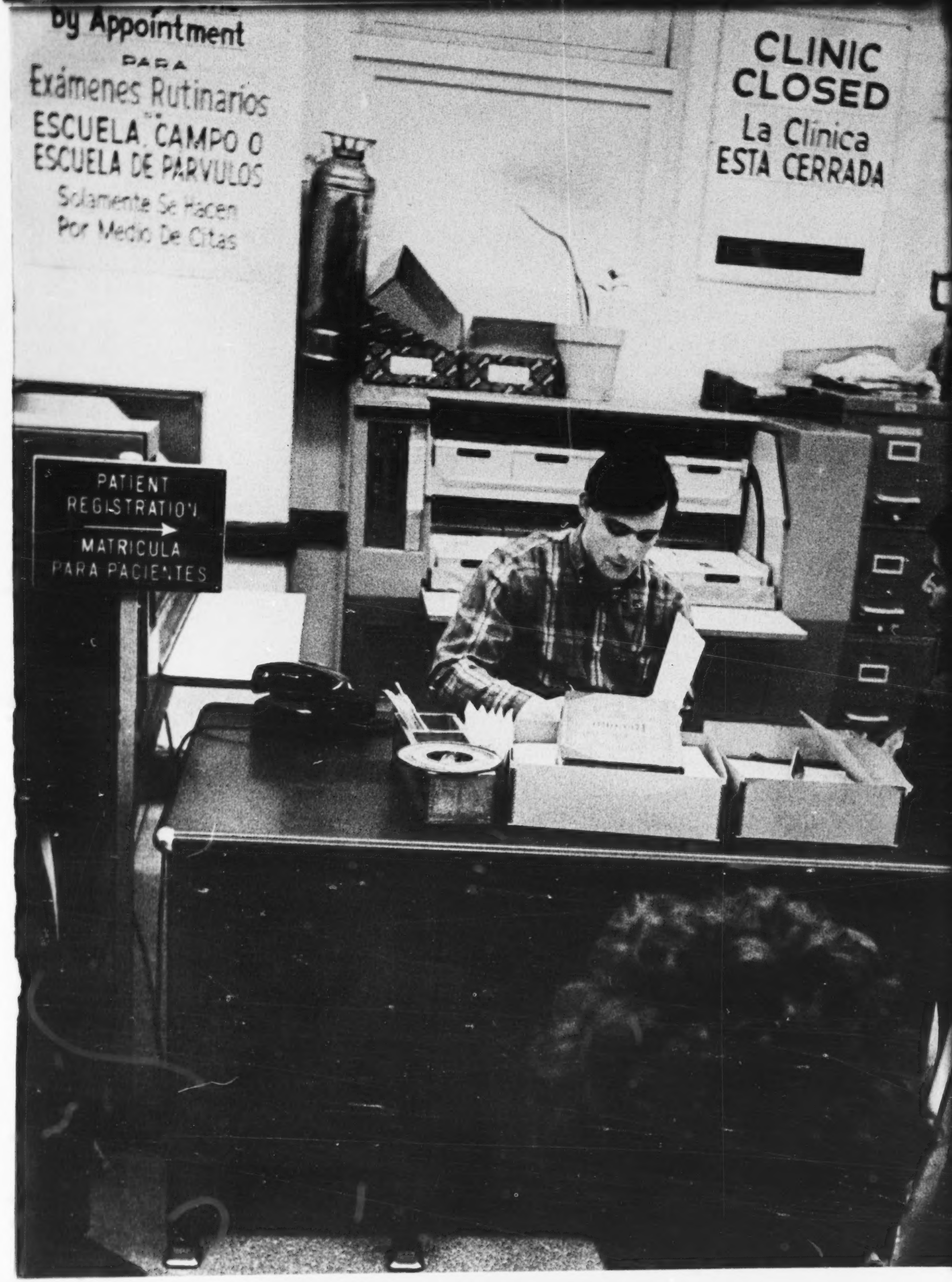
X. THE AGENCY NEW CAREERS COORDINATOR

The agency head should appoint an agency New Careers coordinator. The job developer will primarily be working with this person. If possible, he should be able to suggest someone for the post. Objectives of initial conversations with the New Careers coordinator include: 1) agreement on the broad goals of New Careers in that agency; 2) an explanation of the staff roles of each member of the New Careers agency staff; 3) commitment of the coordinator to the New Careers training model, a coordinated series of on-the-job-training, in-service training, and educational experiences allowing the New Careerist to move up a career ladder of increasingly responsible positions, and involving certification of his progress by the appropriate educational institutions; 4) discussion of experience the agency has already had with nonprofessionals, and lessons that can be drawn from it; 5) increasing the job developer's understanding of the agency's organization and services; 6) discussion of agency power structure and personalities aimed at identification of key people who can make or break the new program; 7) a plan for involving these key people in study groups which will develop the agency's New Careers program; 8) agreement on division of responsibility, authority and roles among the job developer and other New Careers staff, the agency's New Careers coordinator, and agency study groups. Basically, the agency study groups, organized by the coordinator, should be responsible for developing the program with technical assistance from the New Careers staff.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XI. STUDY GROUPS TO INVOLVE AGENCY STAFF IN PLANNING FOR NEW CAREERS: THE INNOVATIVE STUDY GROUP

One comprehensive method of developing an agency's New Careers program that forces the agency to look at its goals, services, and staffing pattern as a system employs two study groups, one to propose innovations and a second to work out their details. One purpose of the study group method is to involve key agency people, including those who will be working directly with New Careers, in development of the program and thus build their loyalty to it. Both study groups should have flexible membership depending on the topic under discussion. Some overlap in membership is necessary to assure that the innovations proposed are not emasculated in their development.

The innovative study group would attempt to rationally and creatively look at the agency's goals in order to decide what services it should institute or increase in order to meet those goals. The basic question is: What work that we do not do should we do to meet our goals.? Subquestions to be answered are: What services that we do not provide but should could the addition of nonprofessionals to our staff enable us to provide? Is there a better way to provide existing services by using subprofessionals as helpers to professionals?

One method innovative study group members might use to organize their thoughts would be to actually draw up a chart with the agency's mission or overall objective, spelled out at the top; below it, a list of perhaps a half-dozen agency goals, which are really the component parts of the agency's mission (these goals might correspond to the service-oriented divisions of the agency); below each goal a list of work functions, i.e., actual work that must be performed if the goal

is really to be met. Here the group will have to be creative, since some of this work is probably not being done by anyone, either because no one ever thought of doing it or because the personnel to do it have not been available. Some is probably being done inadequately. An agency goal with, listed below it, a large amount of undone work that seems to form a promising field for nonprofessionals should be chosen. Or, undone work listed below several distinct goals can be combined into a single field of work for New Careerists. This essential work not currently being done or being done badly will form the work functions of New Careers positions. The innovative study group should propose a list of work functions to be incorporated into New Careers positions. How New Careerists will fit into the agency organizational structure—to whom they will be responsible—should also be specified. The job developer should try to stop attempts by agency people to assure control over New Careerists by placing them under the supervision of some trusted organization man or by assigning them to a division of the organization with virtually no power.

In addition to agency executives, line, and supervisory staff, some agency clients should participate in the innovative study group. They may know better than anyone what services the agency should institute or expand. The job developer's role in such a study group would be that of resource person. He could broaden the perspective of agency people by telling them about programs in other cities or agencies and by suggesting ideas that the New Careers staff has come up with.

XII. THE IMPLEMENTATION STUDY GROUP: TASK ANALYSIS

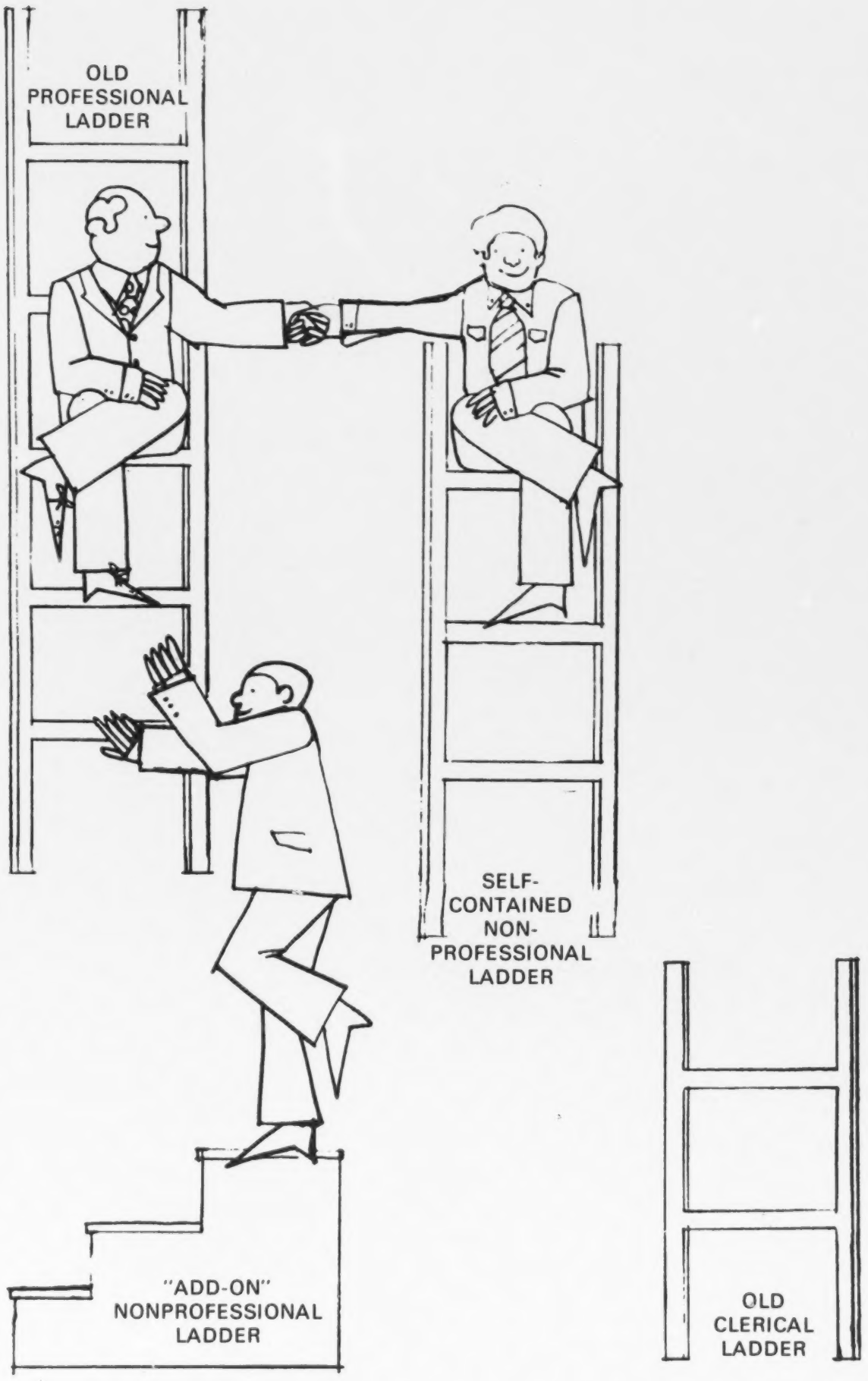
The second or implementation study group starts from the proposals of the innovative group and produce a nonprofessional career ladder, job descriptions for each new position on the career ladder it creates, criteria for advancement to each step on the ladder, the outline of a comprehensive training program for non-professionals (OJT, in-service, college education) lasting several years, and revised job descriptions for professionals if necessary. It is essential that someone from personnel constantly be involved in this group's activities to assure that the group's proposals are suitable for incorporation into the merit system and to assure personnel's cooperation through understanding and involvment in New Careers development. An agency training person and a representative of the college providing courses for New Careerists should also be involved at the appropriate times. In addition, by this time the line and supervisory professionals who will be working with New Careerists should be known. They should definitely participate in the implementation study group.

Some variation of the "task analysis" procedure is the best way for the implementation study group to move from a proposal for a New Careers program to a detailed plan. Task analysis begins with an agency goal or goals and a list of work functions employees must perform to meet that goal or goals. Task analysis goes three steps further and produces a detailed list of tasks to be done below each function, a list of skills and knowledge needed to perform those tasks, and criteria for evaluating the performance of each task or group of related tasks.

The first result of task analysis is a detailed list of tasks which must be done to meet an agency goal or set of goals. The tasks listed under each work function should be specific, concrete activities that the worker actually performs. Each task that a participant in the task analysis process suggests adding to the list should be scrutinized to see if it is not really a composite of several different tasks.

Each task (or group of similar tasks) demands certain skills and knowledge if it is to be done effectively. Concrete job-related skills and knowledge (e.g., how to write a report, knowledge of available community services, typing), broader

VII. Two Kinds of Nonprofessional Career Ladders



areas of knowledge and ability (e.g., understanding of the counseling process, knowledge of legal procedure), and skills, attitudes and knowledge desirable in most any work setting (e.g., grooming, discipline, self-knowledge) should all be listed. (These categories are not meant to be mutually exclusive but to indicate the range of skills and knowledge that should be listed.)

When this list of skills and knowledge has been ordered from most easily learned to least easily learned, the tasks can be similarly arranged by level of difficulty or level of responsibility or judgment required. A series of job descriptions can then be written by the personnel office, each job encompassing a group of tasks of similar difficulty. Thus, the job descriptions of existing professional positions might be changed—upgraded, in fact, by transferring simple tasks to other employees and by adding supervisory responsibilities and other new functions. Care should be taken that each job description provide a reasonable amount of work for one man. By looking at an entire division of an agency in this way, all its jobs can be restructured and ordered in terms of difficulty. The ordering need not be simple; instead of a single hierarchy, branches or parallel ladders—one professional, one nonprofessional—could be created.

A simpler task analysis procedure, and one which at least initially would not appear to threaten total re-evaluation of an agency's staffing pattern, begins with the list of work functions that the innovative study group has decided New Career-

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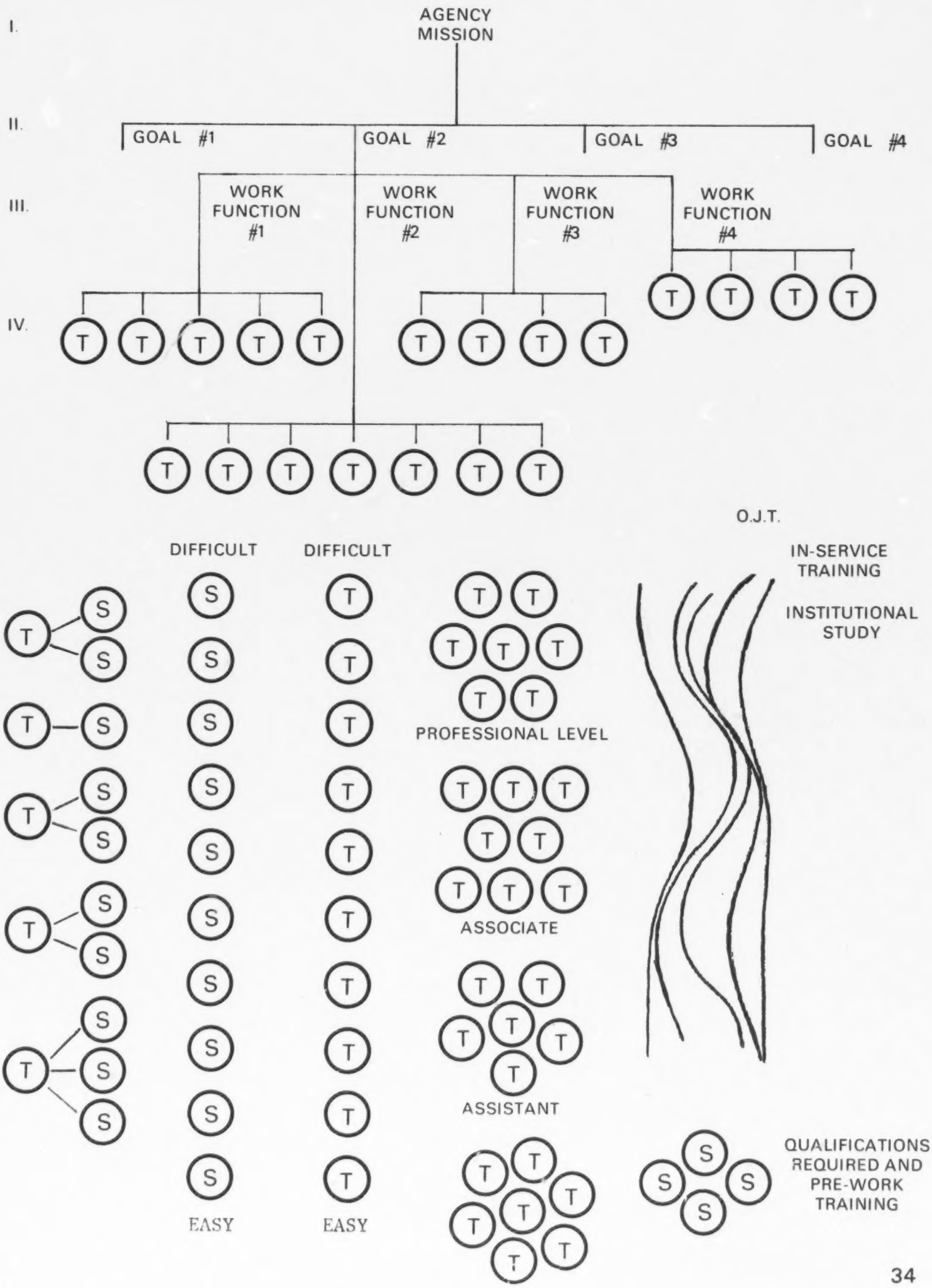
I. The agency mission, or overall objective.
II. Agency goals, the component parts of the mission.
III. Kinds of Work (work functions) that must be done if goal #2 is to be achieved.
IV. Each work function can be broken down into a number of separate tasks.
V. Each task requires of the employee certain skills if it is to be done well.
VI. The list of skills thus obtained can be ordered from most-easily-learned (at the bottom) to least-easily-learned (at the top).
VII. The tasks can be ordered from easiest (at the bottom) to most difficult (at the top) depending on the difficulty of the skills needed to perform each task.
VIII. Tasks of similar difficulty can be grouped to form jobs.
IX. A comprehensive training program to impart the necessary skills can be designed.

VIII. The Analytic Method of Creating New Jobs



ists should eventually be able to perform. Each function is then broken down into tasks and a corresponding listing of skills and knowledge is done. When the lists have been ordered in terms of difficulty, the tasks can be broken up into groups of similar difficulty and the nonprofessional career ladder can be created. Only at this point would the study group look at existing professional jobs and revise them. The revision should take into account tasks which have been transferred to nonprofessionals and the necessity of some professionals spending some of their time supervising nonprofessionals. No matter how New Careers positions are created, it will be necessary to revise professional job descriptions.

There are basically two kinds of career ladders that can be created in New Careers programs; the implementation study group should consider which kind it wants to institute. The first kind of ladder consists of several steps added below the lowest step of an already existing career ladder for professionals. For example, below the professional position "teacher" might be added the three-step ladder teacher aide—assistant teacher—associate teacher. The highest position a nonprofessional could attain, associate teacher, would be a lower position than that of teacher in terms of salary and responsibility. To advance higher, the nonprofessional would have to acquire the education and certification necessary to become a teacher. To achieve equality with people in old-line professional positions, he would have to enter an old-line professional position himself.

The second kind of career ladder is self-contained. Here the nonprofessional can advance to positions equivalent in pay and responsibility to existing lower and middle level professional positions without ever achieving the qualifications necessary for those professional slots. He would, however, gradually achieve all the qualifications needed to function fully in his new career. For example, a "school community worker" ladder might have about six steps beginning with "school community worker aide" and extending as high as "county-wide supervisor of school community workers." Workers in jobs on an "add-on" career ladder are basically helpers to professionals, and, at the same time, trainees for professional positions. Much of their time is likely to be spent performing routine tasks previously performed by professionals. They might also have new functions that the innovative study group determined would be appropriate for helpers of professionals. On the other hand, workers in jobs on a self-contained nonprofessional career ladder usually do totally new kinds of work that no one in the agency was doing until the new jobs were created. This work would complement the professionals' work but not necessarily be an "assist" position thereto. In either case,

the goal of the New Careerist—the position for which his training is eventually preparing him—should be explicitly decided. This would usually be either a journeyman professional position if an "add-on" career ladder is created, or its approximate equivalent in terms of salary and responsibility on a self-contained nonprofessional career ladder.

The professional or professional-level position which is the New Careerist's ultimate objective and the nonprofessional positions below it form a career ladder of jobs involving the performance of increasingly difficult but related tasks. Corresponding to each job is a list of skills and knowledge needed to perform the tasks that make up that job. These skills and knowledge, which become increasingly complex as one moves up the ladder, are what the training program for nonprofessionals must teach. Questions to be asked are: Which skills and knowledge could be learned on the job, from the New Careerist's supervisor and other workers? Which could be taught in in-service training sessions by the agency's training office? Which can only be taught by college or other outside organizations? Which skills and knowledge are so basic that the applicant must have them the day he comes to work? (Training in these areas would form part of the curriculum of the New Careers agency's orientation program for future New Careerists, or they would be criteria for selection.) A training and education program including on-the-job training experiences, in-service training sessions, and specially designed college-level courses must be developed. The objective is a reasonably detailed plan of what the New Careerist will be doing and learning over the next two years.

The final step of task analysis is to devise criteria for evaluating the worker's performance of each task or group of related tasks. The criteria, as objective as possible, can be used to develop criteria for advancement from one step on the ladder to the next. The job developer's role with respect to the implementation study group is that of expert in the task analysis process. He should be able to lead meetings of the group, to draw information out of the participants, and to make suggestions of his own. He is not, however, a neutral group leader. His objective is to get the study group to create the best possible New Careers positions in terms of meaningful work, relevant training and education, and opportunity for advancement. The job developer should guard against attempts to make the New Careerist's job description so specific and menial that he cannot possibly threaten to innovate, or so vague that he quickly becomes demoralized because he does not know what to do.

XIII. MANAGEMENT AND UTILIZATION OF A NEW CAREER

The new career must have a real function within the agency. It must have a group of tasks supportive of the total agency function so as not to be mere busy work. Concurrently, it must fit into the agency's management and organizational structure. It must have supervisors with adequate time and resources to supervise the New Careerists in a meaningful way. The supervisors must have direct line liaison to the agency management so that the manpower resources of the agency are utilized with full cognizance of this new element in their workforce. The reality of the new career and its organizational relationships must be reflected in the agency's organizational and functional charts.

ORIENTATION

XIV. RESULTS OF JOB DEVELOPMENT

When an agency's New Careers program has been fully designed, it should be formalized. Key documents that result from the program planning process are:

I. A contract with the user agency containing:

A. a commitment to the New Careers concept;
B. a commitment to *hire* and train the New Careerists;
C. a statement of work, including:
   1. a definition of the user agency's responsibilities and goals;
   2. a definition of the sponsor's responsibilities and services to be provided;
   3. a description of the working relationship between the two, and areas of authority of each;
   4. a description of reporting and evaluation procedures.

II. Job descriptions reflecting real jobs and standards for upward mobility (which are both realistic and acceptable).

III. A training agreement with the user agency containing:

A. a commitment to provide release time for institutional education;
B. a definition of the relationship of the user agency to the training institution;
C. a definition and agreement on training for supervisors of New Careerists;
D a commitment to continued training;
E. a definition of what accommodations will be made towards required certification and testing and examining procedures (if needed).

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